DOCUMENT RESUME

ED 051 850 LI 002 910

TITLE An Evaluation of the Free Public Library Service of

Vermont.

INSTITUTION Vermont State Dept. of Administration, Montpelier.

REPORT NO MR-15-68 PUB DATE 5 Apr 68

NOTE 26p.

FDRS PRICE EDRS Price MF-\$0.65 HC-\$3.29

DESCRIPTORS Evaluation, *Library Services, Library Surveys,

*Library Technical Processes, Program Improvement,

*public Libraries

IDENTIFIERS *Vermont

ABSIRACT

The evaluation of the free public library service of Vermont resulted in the following conclusions: (1) further basic professional assistance by the regional library staff is needed at the local library level; (2) financial aid is needed by many small local libraries to improve salaries, add books and library material, purchase supplies and equipment, provide telephone service and in some instances, permit renovation of the library building; (3) better definitions of free public library service (FPLS) are needed in terms of specific reference to workloads and output to be accomplished and (4) a cost-benefit study of the TWX system is needed. (Author/MM)



Management Report

U.S. DEPARTMENT OF HEALTH, EDUCATION

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AN EVALUATION OF THE

FREE PUBLIC LIBRARY SERVICE

OF VERMONT

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Budget & Management Division
Department of Administration,
April 5, 1968

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Management Report 15-68

AN EVALUATION OF THE FREE PUBLIC LIBRARY SERVICE OF VERMONT

I. Purpose and Authority

- A. To review the organization structure and the operations of the Free Public Library Service in terms of its objectives and effectiveness of management practices.
- B. To project the impact of new federal programs in terms of additional fiscal and personnel needs.
- C. This study was undertaken by the Budget & Management Division under its authority for continuing management studies to provide for more efficient utilization of state funds.

II. Background

A. Statutory Authority

- 1. The Free Public Library Service operates under Title 22, V.S.A., Chapter 3, which authorizes the agency to loan books and develop all library services for all citizens of the state.
- 2. The Federal Government provides fiscal support for library services in the state under the Library Services and Construction Act, (Public Law 84-957) passed in 1956 and as amended in 1964 and 1966. The main provisions of this statute are contained in Section 2 of Title I, which outlines the following declaration of policy:
- a. "It is the purpose of this Act to promote the further extension by the several states of Public Library Services to areas without such services or with inadequate services, to promote interlibrary cooperation, and to assist the States in providing certain specialized State library services."



b. "The provisions of this Act shall not be so construed as to interfere with the State and local initiative and responsibility in the conduct of public library services. The administration of public libraries, selection of personnel, library books and materials, and, insofar as consistant with the purposes of this Act, the determination of the best uses of the funds provided under this Act shall be reserved to the States and their local subdivisions."

B. Brief History of the Free Public Library Service.

- 3. A basic tenet of state library service in Vermont has always been that library services shall be taken to the citizens of the local communities. This basic approach continues in the present day in the expansion of bookmobile service on a direct basis to the borrowing public. The loaning of books, the staple service of libraries, is carried as close to the reader's doorstep as possible rather than have the reader come to a library. Other library services such as the reference service, bibliographical list, subject research, special materials and use of periodicals have not been well developed especially in the regional libraries as a result of this policy. Emphasis was placed on providing a number of books, rather than specific titles to the public and the staff has oriented their thinking and organization for this purpose.
- 4. Seventy-four years ago, in 1894, the Vermont Legislature established a Commission to stimulate library development in Vermont. A major method employed to promote libraries in the State was a grant in aid of \$100 worth of books given to any town that voted to establish a free library. This grant in aid was a significant factor in the growth of the number of public libraries from 49 in 1894 to 160 public libraries throughout the state twenty-five years later. Today, there are a total of 212 libraries for use by the public in Vermont and though the \$100 grant provision is still in effect, it is doubtful that it has had much influence in furthering library formation for many years.



- A much larger influence in the growth of the library services was the introduction of Traveling Libraries in 1900. Through the efforts of a citizens group, the Library Committee of the Federation of Women's Clubs, a nucleus of eleven "libraries" was presented to the state to which the Legislature added thirteen more. The "libraries" constituted a collection of thirty to fifty volumes mailed out in wooden boxes to schools, public libraries and a large variety of organized groups. These "libraries" were random collections of books, some having appeal to adults and others to children.
- Presently, the Free Public Library Service, hereafter abbreviated to FPLS in this report, operates with a staff of twenty professional librarians, eleven clerks and typists, three management administrators, and five bookmobile drivers from its headquarters in Montpelier and five regional libraries.
 - Present Organization of the Free Public Library Service.
 - Present operations are organized under two programs: 1/
 - Administration program provides:
 - (1) Overall administration, office management, budgetary and personnel services.
 - (2) Consultant services for film services, educational workshops and technical assistance for adult and juvenile collections.
 - (3) Reference Services and inter-library loans.
 - Loan Service program provides:
 - (1) Processing and cataloging of books and library materials.
 - (2) Operates five regional libraries that provide:
 - (a) Reference services.
 - Supplemental book collections to public libraries and schools.

Enclosure I - FPLS, Program Organization
Enclosure II - Map of Regional Library System in Vermont



- (c) Professional and technical services to public libraries.
- (d) Bookmobile services to schools and public libraries.

D. Purpose of New Federal Programs

- 8. The Federal Government provides fiscal support for new library services under the Library Services and Construction Act (L.S.C.A.) as amended under Public Law 89-511 passed in July 1966.
- 9. The basic purpose for each program is quoted from the State plan as prepared by the Free Public Library Service:
- a. Title III, Interlibrary Cooperation -- 'Objectives of the program under Title III are:
 - (1) The provision of access to total library resources of Vermont for the residents, to the systematic and effective coordination of the resources of school, public, academic, special libraries and special information centers ³/_{and},
 - (2) The provisions of services of a supplementary nature to the special cliental serviced by each type of library. The policy will be to include all the libraries in the State of Vermont as well as State Library Agencies. All libraries are eligible to participate in the plan."
- b. Title IV-A, Institutional Library Services -- "Libraries and Institutions have clear responsibility to support, broaden, and strengthen the institution's total program of re-educating, rehabilitating and restoring its residents as useful members to society. It is the policy of the State Agency to promote this objective in institutions operated or substantially supported by the State. The State Agency will act to improve the libraries in eligible institutions in the State of Vermont."

^{14/} The Free Public Library Service.
5/ The Free Public Library Service.



^{3/} Specialized library collections of single interest or limited purpose material.

c. Title IV-B, Library Services to the Physically Handicapped—"The policy for provision of library service to the blind and physically handicapped will be that it should meet the needs of these people as described in the A.L.A. standards for library services for other residents and that all possible effort will be made to include those of the blind, physically handicapped capable of using such services. Definition of physically handicapped will follow the amended L.S.C.A."6/

E. Free Public Library Service Implementation Plan

- 10. The FPLS plans to implement and accomplish the basic purpose of these new programs as follows:
- a. Under Title III, Interlibrary Cooperation, the FPIS plans to encourage establishment of a state-wide system of libraries that will integrate and make available all resources and collections of library materials available to all citizens of Vermont. To accomplish this, it is planned that:
 - (1) Townships in Vermont will form local library networks coordinating several local town libraries under one local board of trustees. A professional librarian would be employed with the objective of the improvement of local library service to schools and residents of the township through use of all facilities of the libraries within the township, grants in aid from the FPIS for salaries, and consultant services of the FPIS.
 - (2) Institutions of higher learning shall be urged to participate in the state-wide system and make their collections available as far as it is practical to all citizens of Vermont through use of grants in aid to cover partial expenses and installations of communication equipment.

^{6/} Federal Library Service and Construction Act



- (3) The FPLS will be the focal point for the dissemination of information on source and reference material and will provide consultant service on best procedures and methods for coordinating all sources of library information.
- (4) A communication system employing TWX and WATS will be established between all major centers of information and that mail delivery of material will be supplemented by small delivery van operated by the FPLS.
- (5) This service will be under the guidance of a trained professional librarian in this field.
- b. Under Title IV-A, Institutional Library Services, the FPIS plans to establish or improve a library in the following institutions under supervision of a professional librarian who will assist the institutional personnel responsible for rehabilitation and therapy in the use of library material for the benefit of the residents:
 - (1) Windsor State Prison
 - (2) Weeks School
 - (3) Waterbury State Hospital
 - (4) Brandon Training School
- c. The FPLS also plans to strengthen library services at the following institutions:
 - (1) Lakeside Treatment Center
 - (2) Austine School for the Deaf
 - (3) Brattleboro Retreat
 - (4) Vermont Occupational Training Center, Ludlow
- d. Under Title IV-B, Library Services to the Physically Handicapped, the FPLS plans to establish a service similar to a service presently available to the blind throughout the state, whereby special books, periodicals



and reference materials in large print and on recordings will be maintained on file and delivery made possible by special arrangement.

(1) To accomplish this, it is planned to make an initial survey of handicapped persons and the blind to identify future clientele and to maintain contact with all agencies both state and private for the identification and the referral of new clients for the service.

III. Analysis

- A. The staff of the FPLS operates within definite functional areas that together make up its two budgetary programs, Administration and Loan Service as shown in Enclosure I. The staff operates by function as shown in Enclosure III and is evaluated within each functional area of associated activities:
- ll. The Administrative function provides administrative and supervisory activity and is the full responsibility of the Executive Secretary who supervises the office staff, the consultant staff, the processing and regional staffs. This function also contains the planning, budgeting activities, administrative contacts with the town librarians and trustees and the supervision of federal programs.
- a. In planning, there is too much reliance on outside professional consultants who tend to compare the state's library shortcomings with library services available elsewhere. There is lack of planning in detail and the relationship of available plans to specific objectives is vague. Much discussion has taken place as to direction, methods and procedures for accomplishing worthwhile objectives but the agency does not have a definite plan of action to produce measurable results within a given time frame.
- b. The budgeting is controlled and the agency operates within its appropriated budget. This activity is performed by the agency's business manager who also provides the fiscal audits as necessary under Title II, Construction Program.

^{7/} Enclosure IV - FPLS Staff, Positions and Responsibilities 8/ Enclosure III - FPLS, Functional Organization



- c. The professional librarians are assigned specific responsibilities and require a minimum of supervision.
- d. There is a minimum of shifts of professional personnel or professional work assignments to relieve backlogs as they occur.
- 12. The Consultant function provides library educational activity on a professional level and is directed to town librarians and trustees. It covers a wide range of instructional services such as:
- a. Workshops and seminars that instruct in the techniques and methods of good library procedures.
 - b. Advise on collection building for both adults and children.
- c. Coordinating and organizing film presentations for any community group.
- d. Freparation of bibliographies on special subjects for interested persons or for use within schools and libraries.
- e. Review books and films and makes recommendations for local libraries under the New England Interstate Compact with Maine and New Hampshire.
 - (1) Educational services are well regarded and accepted by the librarians and trustees that attend the workshops and seminars on the local level. Classes vary in size and attendance fluctuates with the interest and encouragement present in the local community.
 - (2) Specifically stated plans and objectives of consultant service activity are not available for the evaluation of the effectivaness of the input and output of the instructional services. Instructional services appear to be well organized and managed.
- 13. The Reference function includes many informational research activities:
- a. Searching reference sources by various library indexes and other library listings.



- b. Assisting with and making recommendations on reference collections.
- c. Providing information on new developments in reference methods and maintaining the FPLS reference collection up to date.
- d. Informing state agencies of new acquisitions applicable to their field.
 - e. Providing inter-library loans with use of the Union Catalog.
 - (1) The two member staff operates this service without unreasonable delays.
 - (2) The workload performed by this staff does not include the filing of new acquisitions and cross reference work involved in maintaining a current Union Catalog index. An additional full time clerk works periodically on this duty. The job has been considerably backlogged.
- 14. Processing function includes all the technical aspects of book and library material selection for inventory, the purchasing of selections, cataloging of new acquisitions and inventory distribution.
- a. Precatalog services were purchased a year ago in an effort to relieve the backlog of uncataloged titles in inventory at that time. Some relief has been realized and the backlog reduced by approximately one third.
- b. Backlogs persist in the cataloging workload. The FPLS is not fully staffed for this activity. The position of Librarian B, Cataloger has been vacant for over a year with difficulty in recruitment reported. Plans have been made to rectify this problem with a scholarship grant to a staff member to enable qualification for this position in the near future.
- c. The Union Catalog is not being purged periodically as recommended by good library procedure and alternative methods of maintaining this index have not been fully explored. A study by an out of state consultant, as made in 1965 recommending computerization.

- d. The FPIS has recently reverted to purchasing the children's books without precataloging service and will resume this activity with books on this level. Purchase of precataloging service will continue with the adult book selections.
 - (1) The cataloging activity can be speeded up considerably by use of pre-selected catalog classification numbers. Both the Dewey decimal and Library of Congress numbers are available in the various publisher's journals used to review and purchase titles. The extra workload that is generated by completely cataloging each title by FPLS's own standards is not justified with the present staff in order to achieve a more finite classification which is being attempted at present. Adopting the professional publisher reviewer's catalog classifications would increase the workload capabilities without increasing the present staff and speed up the distribution of new acquisitions to the regional libraries and enable the FPLS to process all its own purchases and save approximately 20% of the purchase price of precataloged titles.
 - (2) The title reviews and purchase of new acquisitions could be more efficiently processed by centralizing this activity within the central office. The present procedure is for each regional librarian to review and order each title on a regional basis. The purchase orders are totaled but not audited by the central office. The practice of each regional librarian reviewing each title and ordering independently results in duplication of effort and only regionally balanced collections. Centralizing the purchasing function would relieve the regional librarian of reviewing all titles except those purchased and achieve an overall balanced inventory for the FPLS as a whole. Regional



collections would be balanced by an inter-library loan system within the present capabilities of the FPLS.

- 15. Supplemental book collection is a function of the regional libraries.
- a. This activity provides book collections to communities directly from the bookmobile and to public libraries and local schools through the bookmobile delivery service.
 - (1) Both state and federal programs continue to improve the individual school library outside the FPL service. The impact of this development is to decrease the need for the school services now offered via the bookmobile. As improvements permit, definite plans should be formulated to use this extra time being made available for bookmobile activity in other areas.
 - (2) There are efforts in one regional library to expand the direct loan service of the bookmobile to residents of communities who either do not have local libraries or where library services are minimal.
- 16. <u>Professional and Technical Assistance</u> function is performed at the regional library level and provides help to the town librarians for organizing, weeding and cataloging their community collections.
- a. This service is being performed upon request of local librarians. Though the workload varies from one regional library to another, there is usually some backlog of requests for this service.
 - (1) To encourage greater improvement in local libraries by offering more of this service, the regional librarians should reorganize their supervisory workloads in such a manner that more of their present duties of reference searching, processing and administrative detail would be delegated to their regional staffs.



- (2) More of the Librarian A's time should be spent in the regional library in lieu of the bookmobile. Preselected collections on the bookmobile are sent to local libraries and schools where a librarian is usually available. Reference questions and requests for special selections from the public at direct service stops and librarians at schools and public libraries are now referred to the regional librarians. The bookmobile driver should perform the duty of checking out books and reshelving books returned to the bookmobile.
- 17. <u>Limited Reference Service</u> function is provided by the regional libraries to town librarians and residents to the extent possible within the capabilities of the regional sources with dependence upon the central staff for additional support.
- a. The present activity consists of passing on most questions and reference requests to the central staff where such service can be more effectively handled. The regional library has only minimum reference capability and processes only those questions that can be researched within regional resources.

B. Impact of New Service Concept

- 18. The new services being offered on a trial basis to public librarians in the Rutland region are being accepted by a large majority of the librarians and trustees as beneficial. The minority of librarians and trustees that have not fully accepted the new service methods do so for reasons or circumstances not related directly to the merits of good library services. These reasons are varied but include such factors as:
- a. Expenses for time and travel not authorized by trustees with limited budgets.
- b. Librarians who do not drive must rely on trustees and friends for transportation.



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- c. Satisfaction with the old service that limits selection alternatives and professional contacts.
- d. A belief that it is to the patrons' benefit to select books from the bookmobile rather than from a selection in the regional collection left at their community library by van.
 - (1) There is some merit in this, since most of the new acquisitions are added to the bookmobile inventory and therefore, tend to be distributed to the public through the direct stops. To overcome this problem, the inventory on any particular title would have to be increased.
- e. Shortage of time of part time librarians who are often also trustees of the library.
 - (1) Many libraries are accepting the new service concept while libraries which have not accepted the concept have been offered the alternative of remaining on the old type service.
- 19. The increased workload capability enables the Rutland Regional Library to provide 67 direct classroom stops that depend on the bookmobile for library services. This type of stop is more desirable than delivery van service of pre-selected collections where a qualified library is not available. Another 78 classrooms are provided stationwagon delivery that exchanges the schools collection three times a year where some library assistance is provided by the schools.
- 20. The new service methods have also enabled the regional library to increase its direct service to a total of 28 communities where only minimal or no library services existed.

IV. Conclusions

A. Further basic professional assistance by the regional library staff is needed at the local library level. To accomplish this, additional field work



is required of the regional professional staff with more of the routine purchasing of books and library materials being accomplished by the central staff. The FPLS can do this by centralizing the reviewing and purchasing of new titles and relieve the regional librarians of duplicating each other's efforts in this activity. A result of this change will be the balancing of the FPLS inventory as a whole since regional differences can be rectified via inter-library loans.

- B. Financial aid is needed by many small local libraries to improve salaries, add books and library material, purchase supplies and equipment, provide telephone service and in some instances, permit renovation of the library buildings. To accomplish this, the Free Public Library Service must increase its grant in aid ability to local libraries. Such aid should be offered in such a manner as to encourage upgrading of local library service to community residents.
- C. Better definitions of FPIS objectives are needed in terms of specific reference to workloads and output to be accomplished. Program accomplishment has not been justified in terms of measurable output in all of the functional service
- the effectiveness of all of the various services offered by the central and regional staffs.
- E. The FPLS has not made a cost-benefit study of the TWX system installed two and a half years ago to provide rapid and less expensive communications between the central and regional staff, especially for transmitting reference questions and answers.
- F. Alternative methods of using and maintaining the Union Catalog file have not been considered in depth.
- G. The Commissioners of the Institutions are committed to the needs and usefulness of Title IV-A, Institutional Library Services. They believe an



improved and expanded library service to the residents of the individual institutions will be useful in their rehabilitation programs. They have indicated that they are willing to make a commitment in terms of their time and management efforts to insure that the implementation of such library service fulfills its obligation. All institutions receiving state financial assistance such as the Vermont Sanatorium, Caverly Child Health Center, Elizabeth Lund Home and the Sheltered Workshop, Montpelier should also be considered for possible library services.

H. The new service method being tried on an experimental basis by the Rutland Regional Library is a qualified success at this time. It has enabled those libraries that desire better service to make more use of the FPLS to raise their own standards and to offer better library service to their communities. The method has also enabled the professional staff in Rutland to spend more time on professional duties and less on clerical duties which should reflect increased professional output and provide more valuable service at the regional level.

V. Recommendations

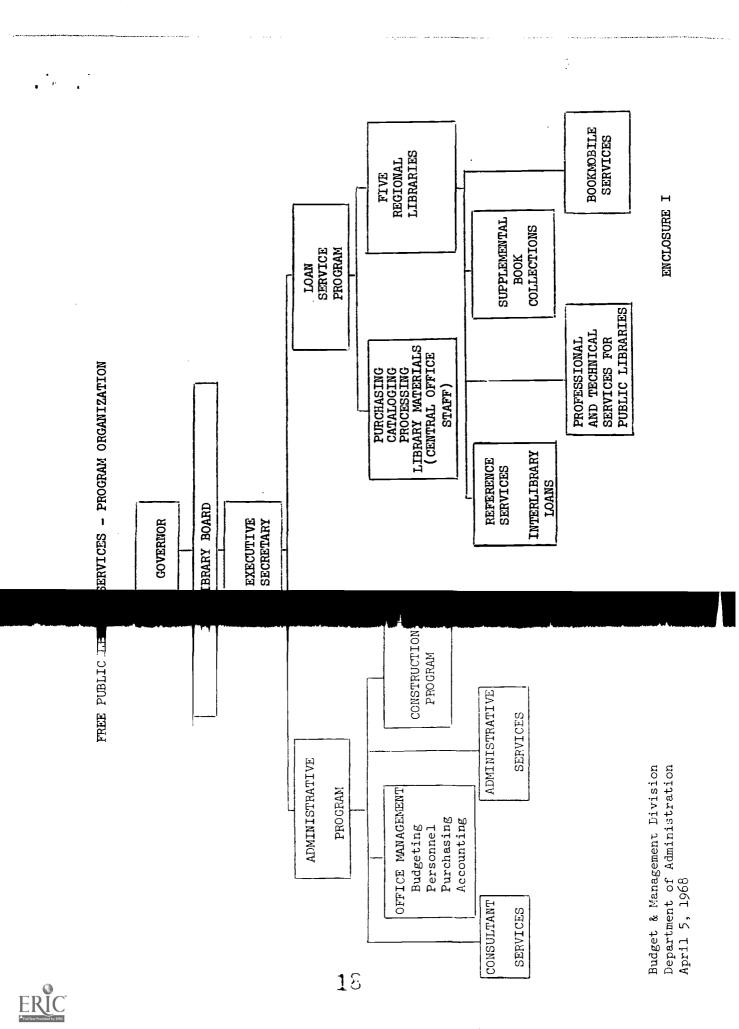
- A. The professional staffs of the central office that purchase and process books and regional libraries that select books should reorganize their activities to enable them to spend an increased amount of their time in the field providing community librarians with more professional assistance.
- B. The Free Public Library Service seek to obtain an amendment of Title 22, V.S.A., Section 184, that limits the direct aid for a community library to \$100 worth of books. There is currently a bill before the legislature which will allow the FPLS to assist public libraries without this limitation if the community formulates and implements a plan for library services.
- C. The Free Public Library staff develop specific objectives which may be measured in terms of workloads and units of output for all service programs

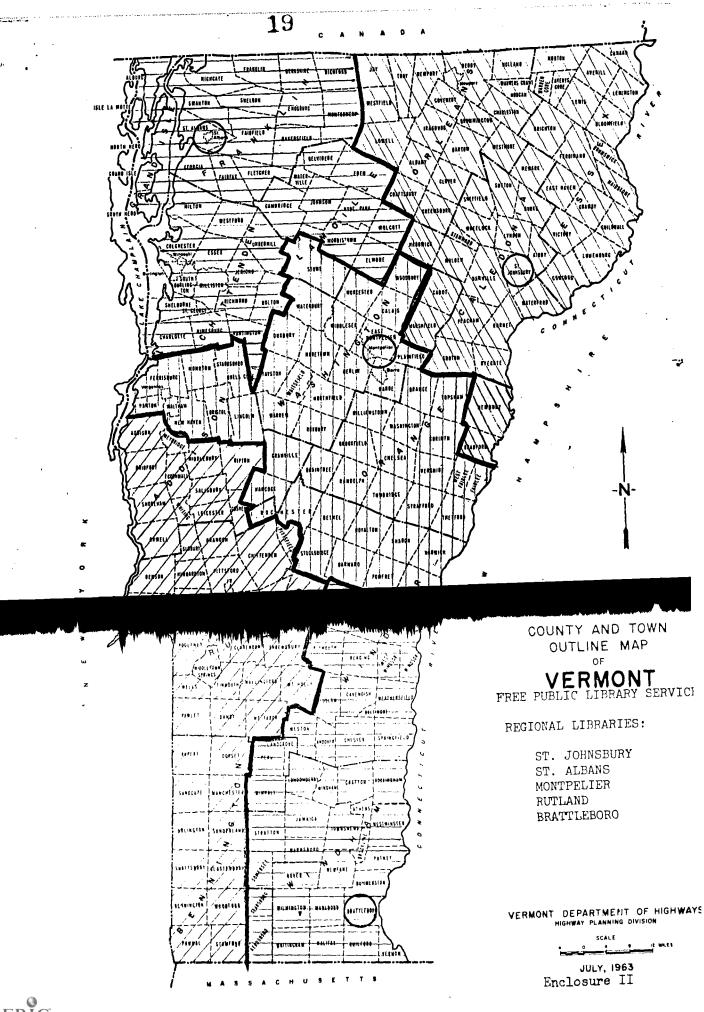


offered by this agency.

- D. In conjunction with the development of specific service program objectives, the Free Public Library should implement methods of reflecting the impact
 of the professional and technical services performed in terms of reliable statistical data.
- E. The Free Public Library Service's Executive Secretary undertake costbenefit studies of the TWX communication system and alternate methods of utilizing the Union Catalog index.
- F. The Free Public Library Service should consider expanding its services to all institutions that receives support from state funds.

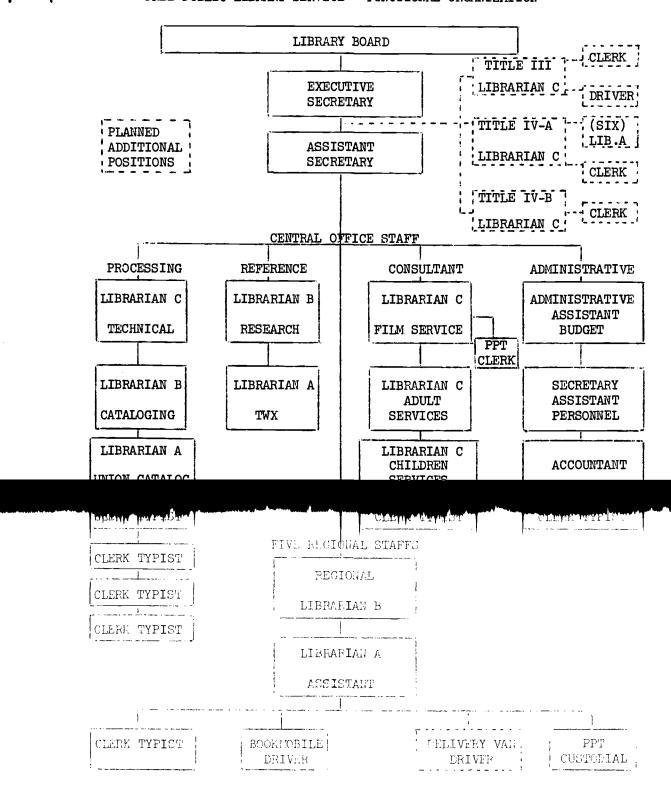








FREE PUBLIC LIBRARY SERVICE - FUNCTIONAL ORGANIZATION



Budget & Management Division Department of Administration April 5, 1968

MMCLOSURE III



FREE PUBLIC LIBRARY SERVICE STAFF POSITIONS AND RESPONSIBILITIES

A. ADMINISTRATION PROGRAM

Position

Major Responsibilities in Brief

Executive Secretary

Maintains agency's direction and policies.

Provides leadership contact for purposes of coordination with Free Public Library Board and other state agencies concerned with its library services, federal agencies, public groups and trustee governing boards of town libraries serving local residents.

Coordinates and has overall supervision of all activity of the major library services offered by FPLS.

Assistant

Supervises on a daily basis all the professional

either in person or by required reports.

Plans subjects for staff meetings and is the communication channel between staff members.

Assists the consultant and regional staffs in their professional duties as required.

Substitutes for the executive secretary in contacts with local library personnel as required.

Prepares or supervises preparation of necessary reports and periodic publication concerning service operation of the FPLS.



Positions

Major Responsibilities in Brief

Business Manager Supervises or performs all business operations concerning FPLS.

Maintains contact with federal agencies as to receipt of funds, regulations and requirements.

Assists in budget formulation and maintains fiscal control on a daily basis.

Supervises compilation and maintenance of financial records.

Provides audit services and administrative services on Title II, Construction Program.

Accountant

Maintains all financial records and reports.

Collects and compiles statistical data for reports on service operations of FPLS.

Makes up special statistical, financial and opera-

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Positions

Major Responsibilities in Brief

Conducts workshops and seminars on library methods, procedures and techniques for town librarians.

Reviews and advises on purchase of new adult publications for FPLS, central and regional collections and for the North Country Library Association in cooperation with Maine and New Hampshire.

Librarian C, Children Library Consultant

Specializes on adolescent and juvenile publications.

Provides review and advice on purchases for FPLS

central and regional collections and for town libraries
as requested.

Clerk-Typist
All positions

Similar duties of stenographic, typing and filing.

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Positions

Major Responsibilities in Brief

Librarian A, Union Catalog Maintenance of FPLS Union Catalog Service with filing new acquisitions, purging and keeping this source file up to date.

Assists in searching Union Catalog for requested titles and materials.

Librarian B, Reference Service Head of reference service.

Maintains knowledge of and location of reference source material.

Processes reference questions from central and regional staffs and answers according to need.

Keeps reference sources of FPLS up to date.

Searches all files, indexes and uses all reference tools to find or direct library users to source of material.

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Positions

Major Responsibilities in Brief

Maintains contact with town librarians and trustees and assists them with purchasing, cataloging and weeding of local collections as requested.

Processes reference requests by search of regional sources and/or forwards these to central staff for search.

Schedules and maintains bookmobile service to local libraries and schools.

Assistant Regional Librarian

Provides professional library assistance at bookmobile stops.

Processes book borrowings to local libraries and schools.

Maintains and handles collection on bookmobile.

Compiles circulation data and assists with reporting such data to central staff.

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FREE PUBLIC LIBRARY SERVICE BUDGET PROJECTIONS

FISCAL YEAR (in \$1,000's)

PROGRAM BY TITLE	1967	1968	1969	1970	1971	1972	1973	1974	1975	1976	
TITLE I											
_State (43.2%)7)	185	207	221	229	237	249	259	268	282	293	
-Fed. (56.8%)	164	236	291	300	312	328	340	353	371	385	
TOTAL	349(5) 443(6	512(6	529	549	577	599	621	653	678	
TITLE II (8)(9) Construction											
-State (41.5%)	120	2	2 3	2	2						
-Fed. (58.5%)	54	132	3	4	4						
TOTAL	174	134	5	6	6						
Present estimated											
budget projection	s 523	578	577	535	555	577	599	621	623	678	
TITLE III (10)(11) proces library Coop											
-State (50%)	` 0	0	47 55		47	47	47	47	47	47	
-Fed. (50%)	5	40	55	47 55	55	55	55	55	55	55	
TOTAL	5	40	102	102	102	102	102	102	102	102	
TITLE IV-A (10)(11) 1, 54; 41,4,000s											
-State (41.5%)	0	0	42	42	42	42	42	1,2	42	42	
-Fed. (58.5%)	ĺ	38	49	49	49	49	49	49	49	49	
TOTAL	1	38	91	91	91	91	91	91	91	91	
TITLE IV-B(10)(11)	L	سک <i>ئ</i> دہ 0	appel	し							
-State (41.5%)	0 3	0	25	25	25	25	25	25	25	25	
-Fed. (58.5%)	3	24	29	29	29	29	29	29	29	29	

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